
SUPPLEMENTARY SCHOOL LUNCH PROGRAM

PUBLIC HEALTH AND WELFARE TECHNICAL BULLETIN

PH&W GHQ SCAP APO 500

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1. Background

In this Bulletin a brief resume of historical development, prior to the Occupation, of the supplementary school lunch program is pertinent. While school feeding programs were in vogue in Japan as early as 1880, it was not until 1929 that the school lunch program, instigated by private social work agencies in the larger cities, began to assume some importance. In 1929, 204 schools carried out a supplementary school lunch program, and an average of 21,600 children were provided with a school lunch daily. The total expenditure for 1929, for this purpose, was 30,000 yen. In 1935 it was found, due to the economic depression, that an increasing number of children were doing without a mid-day lunch. To meet the dietary deficiencies of children of low income groups, the Ministry of Education provided a subsidy of ¥ 800,000, to assist the local school authorities with expenses for mid-day meals for needy school children. This was the first positive indication on the part of the national government of its interest in a school feeding project. In 1940, after some preliminary study, it was decided as a part of the educational system to provide a supplementary mid-day meal for children found to be suffering from malnutrition. Physical examinations revealed that children suffering from malnutrition were present as often in families of well-to-do as in needy families. While the child of a family of adequate income received a sufficient quantity of food because of the character of the main component of the diet, polished rice, very frequently he showed indications of malnutrition because other needed nutrients, protein, vitamins B and C, D and K, were absent from his diet.

From the time of the "China Incident" in 1937 until the termination of World War II, less and less was done for the child in need of additional nutrients and by the termination of hostilities the school lunch program had ceased to have any meaning.

2. Development of The School Lunch Program

At the termination of hostilities the food picture in Japan was so grim that procurement of food for a school lunch program appeared to be impossible, although it was recognized that there was a keen need for it.

Nutritional surveys made in the spring of 1946 and thereafter indicated the greatest need among school children existed in the large urban areas, particularly Tokyo, Yokohama, Osaka, Kobe, Kure, Kyoto and Fukuoka. A member of the Hoover Food Commission visiting Japan in the spring of 1946 indicated interest in the redevelopment of the school lunch program and gave valuable suggestions as to how the program might be re-instituted.

Under the direction of SCAP, Public Health and Welfare Section inaugurated a series of conferences on the school lunch program, including representatives of G-4, Civil Information and Education, Economic and Scientific Section and Natural Resources Section. While it was agreed that the school lunch program was essential and necessary, difficulties relative to food procurement were so great that it was not until December of 1946 that the official program was launched.

It is interesting to note here that the various supplies made available to the school lunch program came from former Japanese Army and Navy foodstocks, purchase of imports and by donations from LARA (Inclosure 1, attached).

The inclusion of imported powdered skim milk for the 1947-48 school year was a major step forward in meeting protein and calcium needs in the urban and other areas of greatest need. The 12,000 tons of powdered skim milk ear-marked for the school lunch program, had permitted assurance of a daily average of 25.2 grams per school child, 160 school days of the year for approximately $4\frac{1}{2}$ million children.

In the first month of the school lunch program, December 1946, approximately one quarter of a million children in the Tokyo-Yokohama area were initially included. In January 1947 other large urban areas were included and 2,052,000 children were taken in the school lunch program. By July 1948 it is estimated that approximately 4,750,000 children will be included in the school lunch program (Inclosure 2, attached). While the school lunch program has grown gradually as food supplies would permit, there has been a simultaneous development of voluntary programs, particularly in the rural areas. Actual figures are not available at the present time, but approximately 600,000 children are being provided the school lunch program without the assistance of the National Government.

A study made in 11 prefectures of 33 urban and rural schools indicates a definite weight increase among children included in the school lunch program (Inclosure 3 A & B). Types of menus provided, vary from locality to locality, dependent in part on the local availability of fish and fresh vegetables but the general average has been 205 calories per day in the supplementary school lunch and the servings, 3 to 5 times a week, again dependent in part upon local resources (Table 4). With reference to powdered skim milk imported from the U.S., the U.S. Department of Agriculture states that one pound of milk in 9 pints of water will afford 18 servings

of milk, each serving totaling 180 cc. This milk may be served as a drink or it may be included in soup, the nutritional value being the same in either case. In many areas it is desirable to include the milk in a soup as it provides the central hot dish around which to build the other components of the lunch.

In addition to foodstuffs, in March 1948 an allocation of 10,000 tons of coal, lignite and wood was made for the quarter April, May and June, 1948 to meet the general deficit in fuel as reported to individual schools and prefectures.

To afford a supply of building materials for the building of kitchen ranges and cooking facilities and for limited area flooring, an allocation of sufficient quantity of cement, 63,000 sacks, to permit a minimum acceptable standard of sanitation has been made.

3. Current and Future Problems.

The school lunch is intended to be a self-supporting program, i.e., that the children of families of ability will pay for their own school lunch, weekly or monthly, according to the system in vogue in the particular school.

To date the average cost has been ¥ 3 per child per day. The child of a family cannot afford ¥ 3 per child per day is none the less to be included in the school lunch program. The Ministry of Welfare has agreed to, and has made funds available, for payment to families of inadequate income. The relief budget of the family that is receiving Daily Life Security payments is to reflect inclusion of yen for the school lunch program for children of school age in any area where the school lunch program is in vogue. The national budget now under consideration by the Diet has included in it a fund sufficient to provide school lunch monies for approximately 600,000 children. If the budget recommended is found not to be sufficient for this purpose, a supplementary request will be made at the appropriate time.

Further development of the school lunch program during the school year 1948-49 is dependent upon availability of foodstuffs in Japan. It is the objective of SCAP to have the school lunch program increased to five times per week or for every school day of the year, 220 in all, and to raise the caloric content to 600 calories per lunch per day. Representation has been made to appropriate authorities that sufficient supply of basic food will be included in the import program to carry this project forward to include 16 million children of compulsory school age (1st through 9th grades). The ultimate realization of this goal will be dependent upon improvement in the food picture for the nation as a whole.

4. Responsibility

The school lunch program is the responsibility of the National Ministry of Education and prefectural Bureaus of Education. Surveillance as far as SCAP is concerned is included in the duties of educational officers; however, the welfare officer can be of great assistance to the program by close cooperation with the education officer to be sure that food allocated is received, that it is properly and adequately stored, against theft and fire and free from contamination by insects and rodents or by food handlers. Here the services of the Public Health Officer will be of value in determining whether or not the health and sanitation requirements are being complied with by the local school lunch officials.

While the school lunch program is basically a relief project, in the long view it has three basic functions: educational, nutritional and social.

With regard to food, fuel and other allocations made from time to time in the interest of the school lunch program, it would be well for the welfare, in conjunction with the educational officer and other pertinent personnel to check prefectural allocation and distribution programs to assure the proper utilization of the scarce items that can only be secured by allocation. Initially the school lunch program was a relief measure designed to meet the nutritional needs of primary school children in the devastated urban areas in Japan. It has served to perform this mission and is becoming a regular part of the school program. The Japanese child is also learning to become adaptable as far as extraneous foodstuffs are concerned, and he is learning the value of these foreign foods. Finally, he is learning how to participate in an increasingly complex social life through the medium of the school lunch. Manners, tolerance, social and mental helpfulness are being inculcated through the medium of the school feeding program. Its general acceptance as indicated by thousands of communications to SCAP and the Ministry of Education indicates that parents and teachers have wholeheartedly accepted the program and will not readily permit it to fall by the wayside.

FOODS SUPPLIED FOR THIS PROGRAM BOTH INDIGENOUS AND IMPORTED
BY ITEM AND QUANTITY

Article	Quantity	Place Dis-tributed	Amount per Meal per Child
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IMPORTED FOOD

1st Allotment of Canned goods	6,111 tons	All Cities E.	18 g
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C. Meat
D. Dried Fruits
E. Juice

2nd Allotment of Canned goods: (C. D. & E.)	4,750 tons	All Cities	
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Dried Skim Milk (Sept 1947 - June 1948)	12,000 tons	All Cities, Some Towns and Villages	25.2 g
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LARA* RELIEF FOOD

Relief Goods of LARA* (Meat, Dried milk, Rice, Flour)	216,990 lbs	Tokyo, Kanagawa, Chiba	
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Relief Goods of LARA* (Dried skim milk, Sugar, dried grapes, Soy flour, M.P.M.)	400,000 lbs	Tokyo	23 g
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Relief Goods of LARA* (Salt)	105,000 lbs	Six largest cities	
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* Licensed Agencies for Relief in Asia

Inclosure #1

Article	Quantity	Place Distributed	Amount per Meal per Child
<u>INDIGENOUS FOOD</u>			
Ex-Army and Navy Canned Goods (Meat, Fish, Vegetables)	5,000 tons	All Cities	20 g (Twice a week)
Whale Meat	4,000 M/tons	All Cities	30
Whale Meat	3,867 M/tons	All Cities	30
Fish	4,055 M/tons	All Cities	30 g
Dried Laver	Approx. 3,000,000 Sheets	Six largest cities and Ibaraki, Kochi, Yamanashi, Pref.	3 Sheets
Frozen Beef	Approx. 56 tons	Tokyo, Yokohama	20 momme
Dried Herring	10,000 kan* (3,778 M/tons)	Tokyo, Yokohama	30 g
Soy oil	Approx. 68 tons	Six largest cities	
Finely cut Tangle	1,000 koku** (150 M/tons, 320 lbs)	Whole country except Kyoto, Aichi	5 g
Salt	100 M/tons	All villages & towns	
Bean paste	3,000 M/tons	Six largest cities	20 g (Twice a week)
Salt	100 M/tons	All cities	

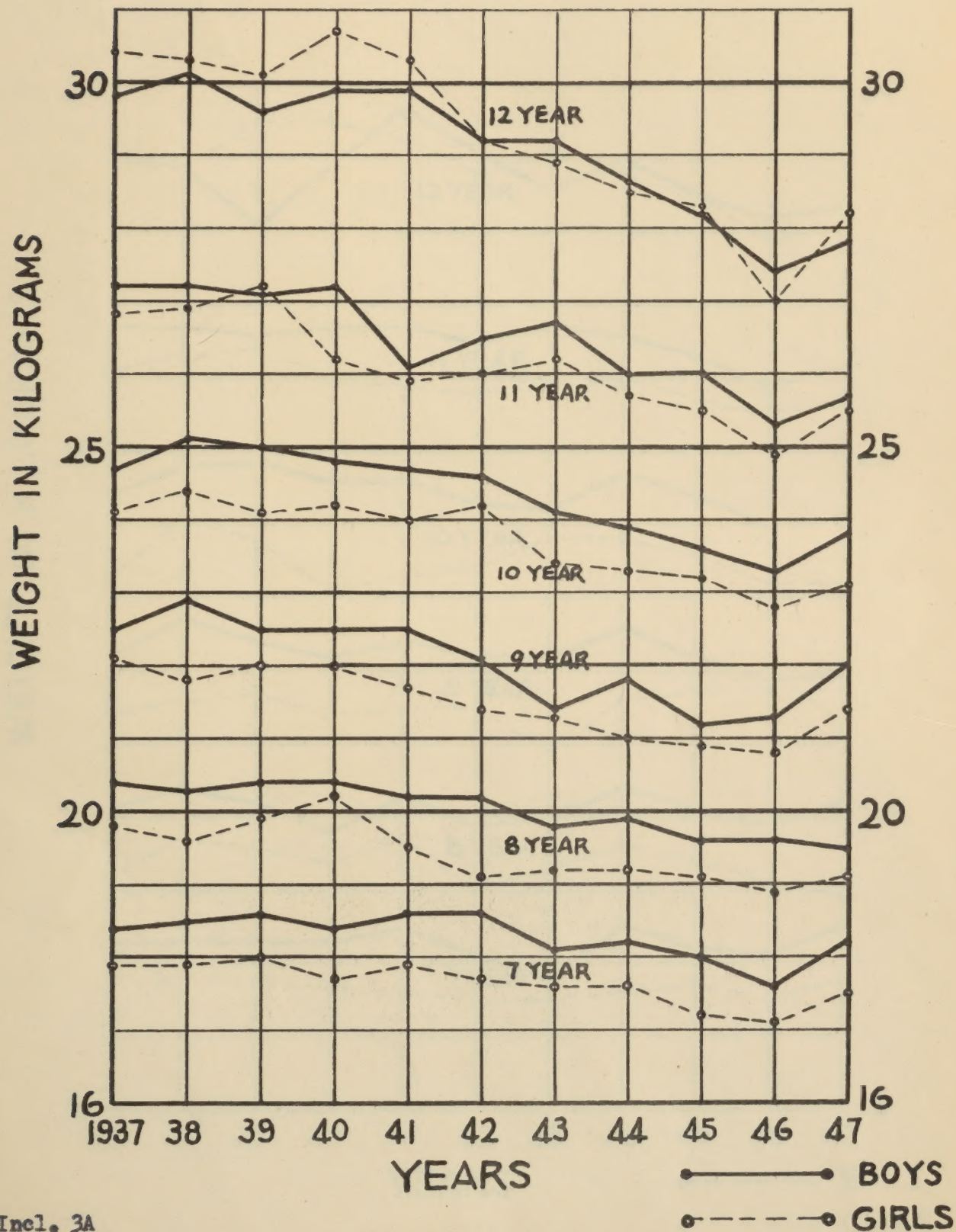
* Kan - 8 lbs.

** Koku - 4.96 bu.

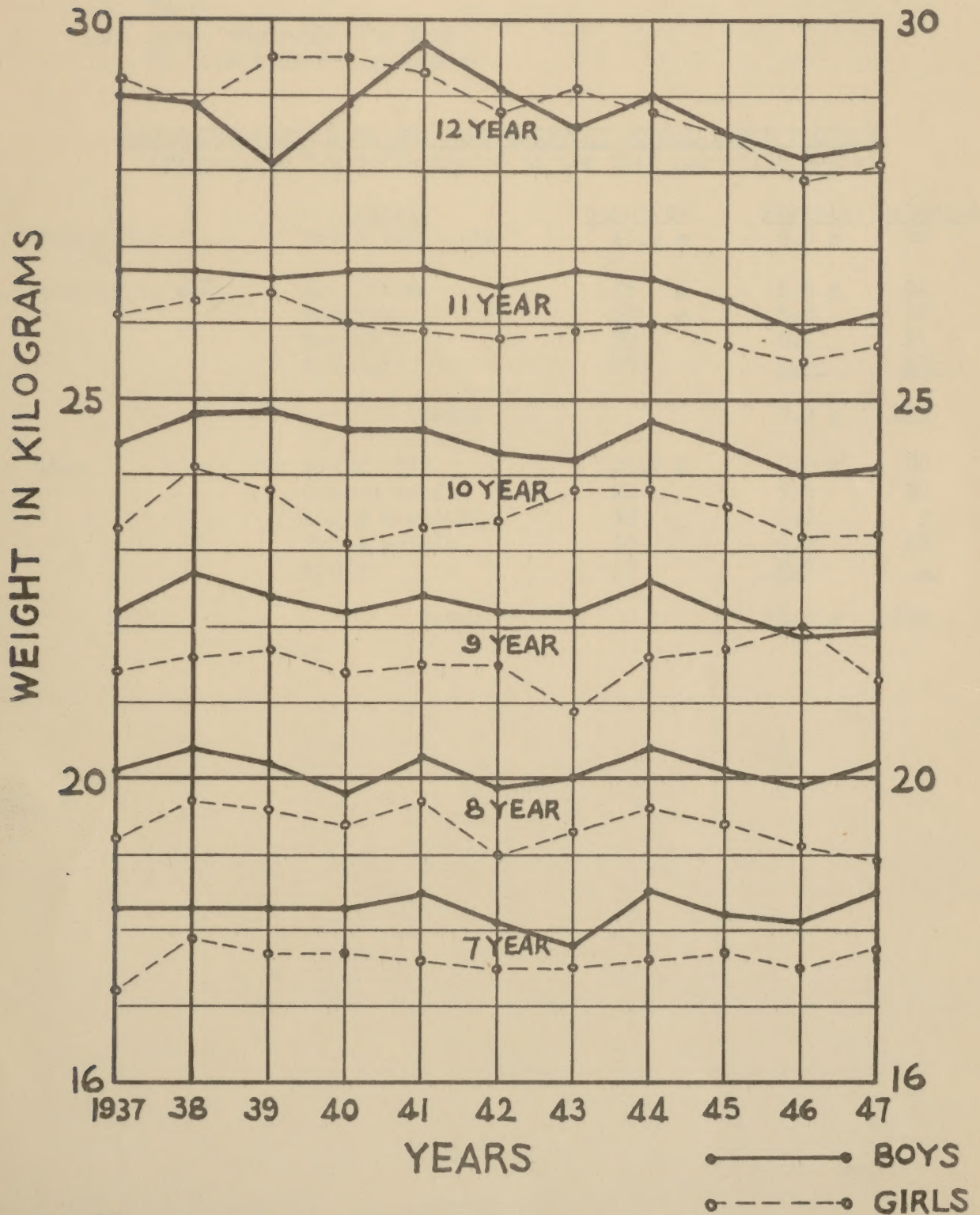
NUMBER OF CHILDREN UNDER SCHOOL LUNCH PROGRAM BY MONTH

Official Program by Ministry of Education		<u>Volunteer Program</u> By Towns and Villages
Dec. 1946	251,829	600,000 (Estimate)
Jan. 1947	2,052,882	600,000 (Estimate)
Feb. 1947	2,835,943	600,000 (Estimate)
Mar. 1947	2,906,921	600,000 (Estimate)
Apr. 1947	2,974,268	600,000 (Estimate)
May 1947	2,974,268	600,000 (Estimate)
Jun. 1947	3,057,872	600,000 (Estimate)
Jul. 1947	2,942,877	600,000 (Estimate)
Aug. 1947	262,970	600,000 (Estimate)
Sept. 1947	2,986,877	600,000 (Estimate)
Oct. 1947	2,908,396	600,000 (Estimate)
Nov. 1947	4,092,879	600,000 (Estimate)
Dec. 1947	4,137,975	600,000 (Estimate)
Jan. 1948	4,443,260	600,000 (Estimate)
Feb. 1948	4,443,260	600,000 (Estimate)
Mar. 1948	4,443,260	600,000 (Estimate)
Apr. 1948	4,750,000	600,000 (Estimate)

AVERAGE WEIGHT OF PRIMARY SCHOOL CHILDREN IN THIRTY-THREE URBAN SCHOOLS IN JAPAN:1937-1947



AVERAGE WEIGHT OF PRIMARY SCHOOL CHILDREN IN THIRTY-THREE RURAL SCHOOLS IN JAPAN: 1937-1947



TYPES OF MEALS SERVED AND REPRESENTATIVE MENUS

The following table shows the types of meals served and representative menus.

1. Types of Food

- a. Skim milk
- b. Bean paste soup
- c. Stew
- d. Soup, vegetable and fish
- e. Raw and cooked vegetables

REPRESENTATIVE MENUS FOR SUPPLEMENTARY SCHOOL LUNCH PROGRAM

(Figures in Tables Estimated on per Meal per Child Basis)

	<u>Article</u>	<u>Quantity</u>	<u>Protein</u>	<u>Calories</u>
a. Skim milk	Dried skim milk	25.2 g	9.0 g	90
b. Bean paste soup	Bean Paste	15 g	1.9 g	24
	Herring	40 g	5.8	30
	Carrot	30	0.6	11
	Potato	50	<u>1.0</u>	<u>40</u>
	Total		9.3 g	105
c. Stew	Dried milk	25.2 g	9.0 g	90
	Canned beef	20	3.6	30
	Leafy vegetable	30	0.3	3
	Sweet potato	40	0.3	48
	Radish	30	<u>0.7</u>	<u>4</u>
	Total		13.9 g	175

